

In 1951 the Region's population stood at 1.4 million. Most of these people lived within the inner three municipalities of what are today Toronto, York and East York (Figure 2). The outer three Metro municipalities of Etobicoke, North York and Scarborough were only partially urbanized prior to Metro's incorporation in 1953 and contained only 16% of the Region's population. Outside Metro, the fringe portion of the Region (now the regional municipalities) was essentially rural, dotted with a number of small towns and villages.

Over the 1951-71 period, the Region's population grew extremely quickly. Fueled by a high birthrate and extensive post-war immigration, the population more than doubled to 2.9 million by 1971 (Table 1).

More than half of the population growth over this period occurred in the outer three Metro municipalities. By 1971 North York, Scarborough and Etobicoke housed 38% of the Region's population. The area of continuous urbanization covered nearly all of Metropolitan Toronto and had begun to spill over Metro's boundaries, particularly to Mississauga in the west.

While the size of the population of the inner three municipalities remained fairly constant over the 1951-'71 period, in- and out-migration of their residents to other parts of the Region significantly transformed their structure. The inner three received massive influxes of immigrants from abroad into relatively inexpensive accommodation in centrally located neighbourhoods, while at the same time witnessing the out-migration of young families to the suburban areas in the outer three municipalities.

Slowdown in the Seventies

By the early 1970s, the rate of population growth in the Region had slowed markedly. Birthrates, which peaked in the late 1950s, turned down sharply, signalling the end of the baby boom and a large drop in the natural increase component of population growth (Figure 3).

At the same time, the net migration of residents into the Region from other parts of Canada and abroad fell to about one-half of the level experienced in the 1960s, primarily due to a huge drop in immigration from outside Canada.

Rapid growth in the domestic labour force, triggered by the entry of the first baby boom cohorts into the workforce, coupled with a sharp increase in female participation rates, had put pressure on the federal government to introduce policies which reduced the level of immigration into Canada. The attractiveness of growing job opportunities in Western Canada also acted to reduce the level of immigration into the Toronto Region (although it remained Canada's most popular immigrant destination point).

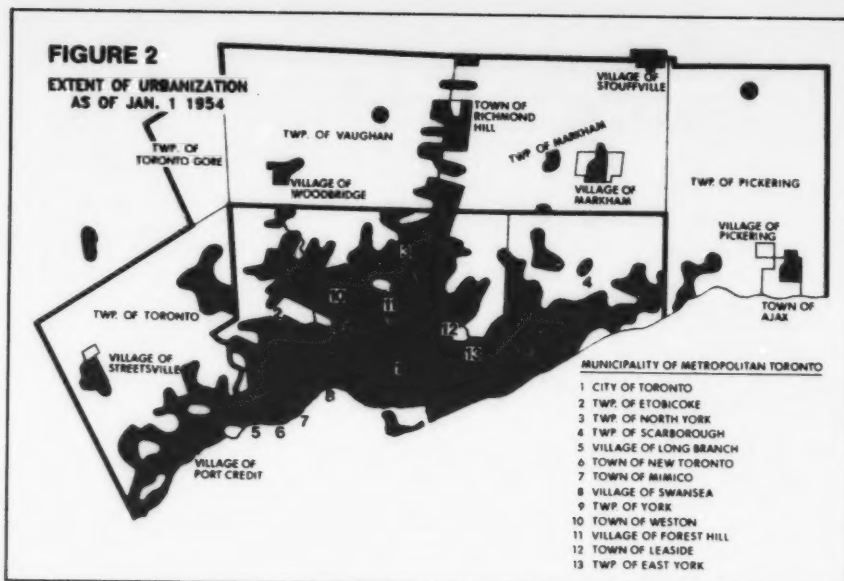


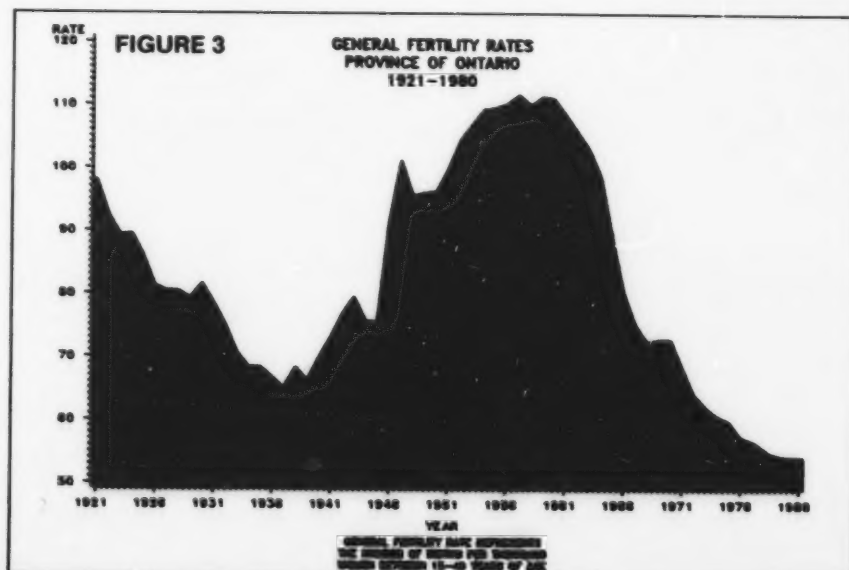
TABLE 1

POPULATION GROWTH IN THE TORONTO REGION, 1951-1971
(thousands)

	1951	1951- 1961	1961	1961- 1971	1971
	#	%	#	%	#
City of Toronto	699 (50)	4	703 (33)	10	713 (24)
Inner Three	890 (64)	43	933 (44)	32	965 (33)
Outer Three	227 (16)	459	686 (32)	435	1,121 (38)
Metro Total	1,117 (80)	501	1,169 (76)	467	2,086 (71)
Fringe	276 (20)	233	509 (24)	325	833 (29)
Toronto Region	1,394 (100)	734	2,127 (100)	792	2,919 (100)

* Inner Three includes Toronto, York and East York
Outer three includes Etobicoke, North York and Scarborough.
Fringe includes Durham, York, Peel and Halton Regions.

Source: Census of Canada



These factors slowed the rate of population growth in the Region from an annual average of 70,000-80,000 in the late 1960s to between 30,000 and 40,000 by the late 1970s. This slowdown in growth caught most planners by surprise and forced them to make significant downward adjustments to earlier forecasts of regional population growth.

New Growth Patterns

Within the Region some very important new patterns of growth had emerged. Most notable was the precipitous drop in population of the inner three municipalities. Between 1971 and 1981 the combined population of Toronto, York and East York fell by 130,000, a drop of 13%.

The remainder of Metro, by now almost fully developed, experienced only modest growth of 180,000 over this same period. Metropolitan Toronto's population remained more or less constant at just over two million persons.

As the urban area continued to grow and expand, the fringe municipalities began to experience a form of growth quite similar to that experienced by the outer three Metro municipalities 20 years previously.

Nearly all of the new population growth in the Region spilled over onto newly developed land on the outskirts of Metro. The fringe municipalities accommodated population growth of 450,000 (90% of the Region's increase) between 1971 and 1981. About half of this resulted from the outward movement of population - mainly young families - to newly constructed housing in the fringe. The remainder resulted from natural increase and migration from outside the Region (Table 3).

In response to the rapid urban growth outside Metro, the Province of Ontario created four new two-tier regional municipalities in 1974 in an effort to alleviate problems related to financing, physical development and planning encountered by the small, loosely co-ordinated fringe municipalities. These regional jurisdictions and their 24 constituent municipalities, along with Metropolitan Toronto and its six member municipalities, constitute the local political structure of the Toronto Region today.

FIGURE 4

COMPONENTS OF POPULATION GROWTH TORONTO REGION 1956-1981

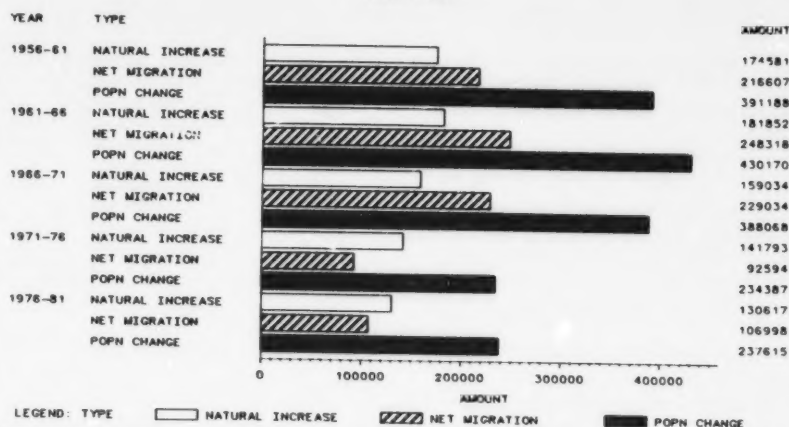


TABLE 2

POPULATION GROWTH IN THE TORONTO REGION, 1971-1981 (thousands)

Location	1971		1971-1976		1976-1981		1981	
	#	%	#	%	#	%	#	%
City of Toronto	713	(24)	-80		633	(20)	-34	599 (18)
Inner Three	965	(33)	-83		882	(28)	-46	836 (25)
Outer Three	1,121	(38)	122		1,243	(39)	59	1,302 (38)
Metro Total	2,086	(71)	38		2,124	(67)	13	2,137 (63)
Fringe	833	(29)	223		1,056	(33)	224	1,280 (37)
Toronto Region	2,919	(100)	261		3,180	(100)	237	3,417 (100)

Source: Census of Canada

TABLE 3

NET MIGRATION OF POPULATION (FIVE YEARS AND OVER) FROM METRO TO SURROUNDING REGIONS, 1971-1981

Location	Population Growth	Net Migration From Metro	Net Migration as % of Popn Growth
1971-1976			
Durham	31,157	19,185	62%
York	35,740	27,170	76%
Peel	108,385	58,705	54%
Halton	37,185	11,600	31%
Total Fringe	212,467	116,660	55%
1976-1981			
Durham	30,785	17,650	57%
York	41,480	23,255	56%
Peel	106,165	43,850	41%
Halton	41,480	3,905	9%
Total Fringe	202,975	88,660	44%

Source: Census of Canada

Recent Growth, 1981-1983

Assessment enumeration data indicate that since the 1981 Census, the rate of population growth in the Region has risen slightly above the level experienced in the late 1970s (approximately 50,000 per year).

The loss of population in the inner three municipalities appears to have abated. The population of the Cities of Toronto and York actually rose slightly while the City of North York experienced a sizable drop in population of just over 7,000 persons.

Within the inner three municipalities, the rate of decline in average household size seems to have reached a threshold point - levelling off at around 2.3 persons per household. Housing deconversion activity, which contributed to the drop in population experienced in the City of Toronto over the 1970s has slowed with current housing studies indicating that conversions now outpace deconversions. Housing in major redevelopment projects such as St. Lawrence, Harbourfront and the Railway Lands will also increase the number of persons housed in central locations. These trends imply that the population level of the inner three municipalities has stabilized and may modestly increase over the next 20 years.

The trends also suggest that the outer three Metro municipalities may soon enter a phase of modest population decline owing to the aging of their current populations and limited new residential growth. The magnitude of the decline, however, is unlikely to be as severe as that experienced by the inner three over the 1971-81 period owing to the suburban nature of the outer three - lower initial population density, limited occurrences of doubling up and relatively small household sizes.

Regional Population Age Composition - The Baby Boom

A critical factor in the analysis of urban growth is the age composition of the population. The number of persons in different age groups largely determines the demand for goods and services required in the Region. Housing, education and health care requirements in particular, are heavily influenced by the age structure of the population.

FIGURE 5

RECENT POPULATION GROWTH PATTERNS
BY MUNICIPALITY-TORONTO REGION
1981-1983

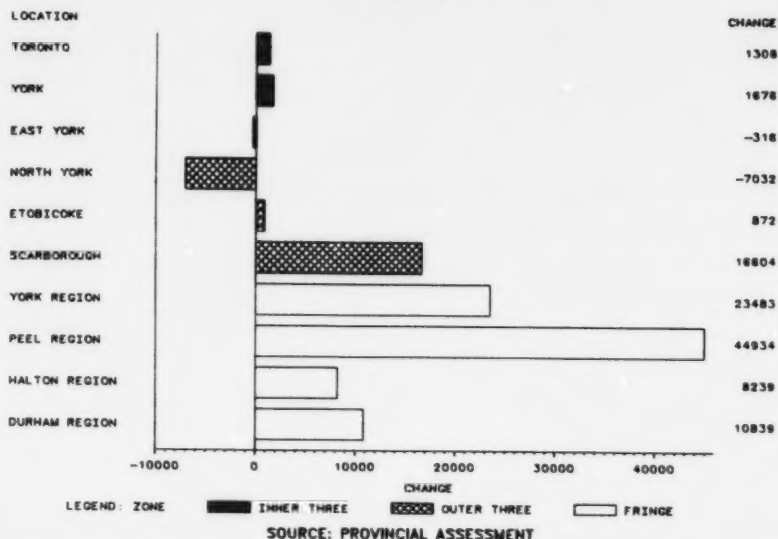
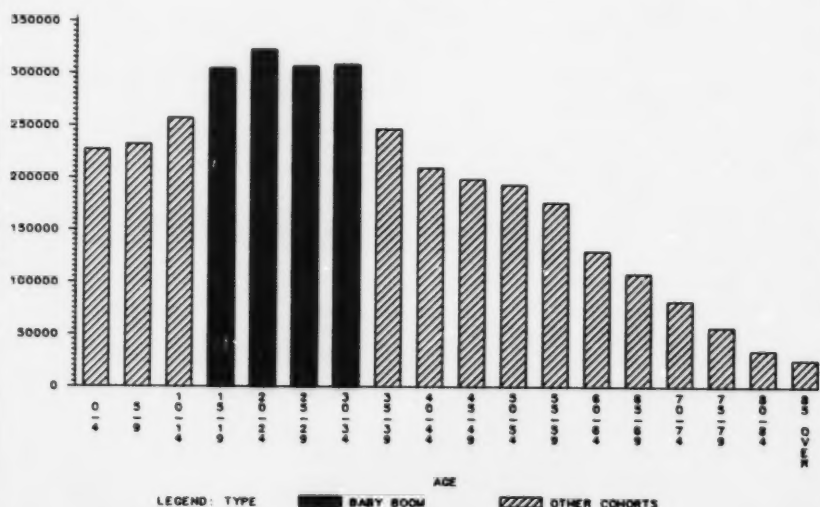


FIGURE 6

DISTRIBUTION OF POPULATION BY AGE GROUP
TORONTO REGION 1981



The baby boom - persons born between 1945 and 1964 who in 1981 were aged between 17 and 36 years - currently make up 36% of the region's population and dominate all other age groups in the region (Figure 6).

Over the last 15 years the baby boomers have moved from adolescence to household formation age, leaving declining school enrolments

in their wake in Metro and fueling the demand, first, for new apartment units in Metro and more recently, for single family homes in the fringe. The baby boom has also swollen the ranks of the labour force over the 1970s. In future years, as the baby boom matures to old age, demands for health care, seniors' housing and support services will sharply increase.

Household Growth in the Region

The pattern of household growth in the Region over the past 20 years has been quite different from that of population growth. While the rate of population growth has declined steadily since 1961, the rate of household growth did not peak until 1971. Household growth has consistently out-paced population growth since 1961.

In addition to the impact of the baby boom on housing demand discussed above, the rate at which households are formed has undergone a substantial increase over all age groups, but particularly for young adults aged 25 to 34 years and seniors aged 65 and over.

Contributing to the increased rate of household formation were:

- the tendency of young adults and teenagers to form their own households rather than remain in the family home,
- improved health and longevity among the older residents,
- the demise of the extended family and the undoubling and suburbanization of earlier immigrant groups,
- the growth of the single person household,
- the rise in the divorce rate, splitting up existing families into smaller household units,
- increased affluence of most households, particularly with increases in the number of two income households with a corresponding increase in space consumed per capita, and
- changes in building technology, particularly the construction of high rise rental apartments permitting more persons access to smaller and more affordable dwelling units.

Since 1976, the rise in headship rates has slowed markedly. Headship rates for population in the 15-24 and 45+ age groups have remained constant, while rates for population aged 25-44 rose only slightly.

The type of unit occupied by households also varies significantly with the age of the household head. Figure 7 shows the extent to which apartment occupancy declines after age 25 and

TABLE 4

TRENDS IN HEADSHIP RATES, TORONTO CMA, 1961-1981

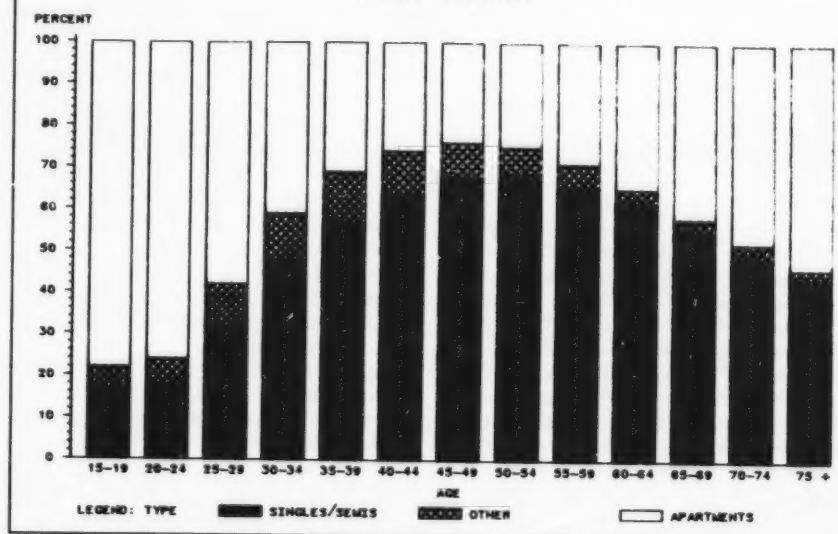
Age Group	1961	1971	1976	1981
15-24	.06	.11	.12	.12
25-34	.35	.43	.46	.47
35-44	.44	.51	.53	.55
45-64	.50	.54	.56	.56
65+	.49	.53	.57	.57

(Headship rate represents the ratio of households to total population in each age group.)

Source: Census of Canada

FIGURE 7

**TYPE OF HOUSING UNIT OCCUPIED
BY AGE OF HOUSEHOLD HEAD
TORONTO REGION 1981**



then increases after age 55. Single and semi-detached homes are the dominant form of housing for households in the 30-70 year age groups. More than half of all households headed by persons in the 45-64 year age groups reside in single or semi-detached units.

The above trends - rising headship rates and large numbers of young adults reaching household formation age - have manifested themselves in both the volume and type of housing constructed in the Region. As the accompanying chart illustrates, the annual volume of housing starts over the last 25 years began to rise steeply in 1963, reaching a peak of 40,000 in 1972 and then levelling off to a current range of between 25,000 and 30,000 units annually.

The lion's share of starts between 1963 and 1974 consisted of apartments which accounted for 62% of all starts over that period. When viewed in terms of the age structure of the Region's population, the boom in apartment starts can be closely associated with the housing demands of the baby boom (Figure 8).

Since 1974, the proportion of apartment starts has fallen off dramatically, partly due to a serious downturn in the economics of apartment construction and the limiting effect of rent control on new rental housing construction, and partly due to a falloff in demand from young adults and new immigrants. By 1975, the leading edge of the baby boom had reached 30 years of age and peak family formation age. As was noted

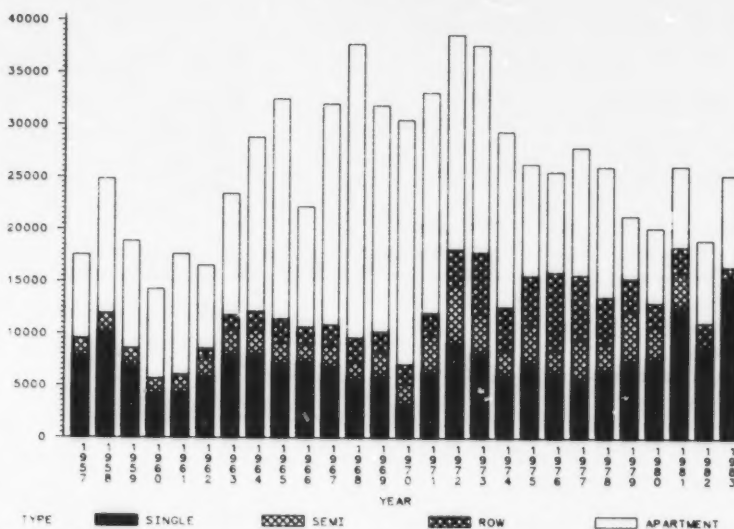
earlier, immigration into the Region from abroad had fallen to about one-half the level of the 1961-1971 period.

Between 1974 and 1983, single detached units, as a proportion of all housing starts, rose from 20% to 60%. In 1983, more single detached housing starts were recorded than at any other time in the history of the Region.

Thus while the overall volume of housing starts has fallen off significantly in recent years, there has been a dramatic shift in the type of unit constructed, largely due to the influences of the age structure of the Region's population and its preferences for certain types of housing.

FIGURE 8

COMPOSITION OF HOUSING STARTS
IN TORONTO CMA



Location of New Housing Growth

As was noted earlier, by the mid 1970s, the supply of developable land within Metro was virtually exhausted and most new growth had spilled over into the regions surrounding Metro. The majority of the recent growth outside Metro has been concentrated in Peel Region, although the recent completion of the York-Durham servicing scheme to the north and east of Metro has attracted much new development, particularly to York Region.

This recent pattern of development can be expected to continue through the 1980s. A 1984 study commissioned by the Toronto Homebuilders Associ-

ation estimated that the Toronto Region had a 1983 year-end inventory of just over 86,000 units of housing which have received draft approval or have been registered for development. Eighty per cent of these units are located in the regional municipalities outside Metro with the largest proportion found in Peel (41%).

Detached units make up 47% of the total inventory while apartments, most of which are located within Metropolitan Toronto and Peel Region, account for 36%. Although a considerable number of units are planned for central locations within the City of Toronto most of the new housing to be constructed over the next few years will be located outside Metropolitan Toronto (Table 5).

Projected Population Growth

The Metropolitan Toronto Planning Department recently released a revised set of population projections for Metropolitan Toronto and the surrounding regional municipalities based on anticipated fertility and mortality rates and estimated levels of net migration into the Region. The projections provide a reasonably reliable set of estimates of regional population growth over the next 20 years and include projections to the year 2021 for transportation planning purposes.

It should be stressed that the reliability of long-term forecasts is diminished as the time horizon of the projection increases owing to the highly

TABLE 5

RESIDENTIAL LAND INVENTORY, TORONTO REGION, DECEMBER 31, 1983

Location	Type of Unit Planned														
	Detached			Semi			Townhouse			Apartment			Total		
	#	(%D)	(%A)	#	(%D)	(%A)	#	(%D)	(%A)	#	(%D)	(%A)	#	(%D)	(%A)
Metro Toronto	4,667	(12)	(27)	481	(6)	(3)	737	(13)	(4)	11,367	(36)	(66)	17,252	(20)	(100)
West Fringe	13,845	(34)	(39)	2,777	(33)	(8)	3,212	(55)	(9)	15,417	(49)	(44)	35,251	(41)	(100)
North Fringe	11,485	(28)	(68)	1,279	(15)	(8)	924	(16)	(5)	3,264	(10)	(19)	16,952	(20)	(100)
East Fringe	10,550	(26)	(63)	3,879	(46)	(23)	1,005	(17)	(6)	1,369	(4)	(8)	16,803	(19)	(100)
Total Region	40,547	(100)	(47)	8,416	(100)	(10)	5,878	(100)	(7)	31,417	(100)	(36)	86,258	(100)	(100)

(%D) - Per cent down
(%A) - Per cent across

Planned units include all lots or units which have received draft plan approval, or have been registered but not issued permits as of December 31, 1983.

Source: Residential Land Inventory: Brethour Research Associates and W.M. Dillon Limited

variable and unpredictable nature of net migration into the Region.

Nevertheless, the projections do provide a very useful starting point from which to anticipate the future character and demands of the Region's population. And given the fact that most of the future population of the Region already resides in the Region, future estimates of the population's age structure, and particularly the elderly population, can be made with a fairly high degree of confidence.

While the Metro planners prepared a series of different projections based on various scenarios with varying rates of fertility, mortality and net migration, a middle range projection based on trends approximating current levels of growth in the region has been selected for discussion. This projection is referred to as the Case B projection. Figure 9 illustrates the Case B projection in relation to the upper and lower ranges of population growth projected by Metro.

The Case B projection suggests that the population of the Region will grow to 4.36 million by the year 2001. This represents an annual rate of growth of 52,000 persons between 1981 and 1991, falling to 43,000 per year between 1991 and 2001. If population growth continued at the level established under the Case B scenario, the Region's population would exceed five million persons by the year 2021. The projected rate of growth is roughly the same as that experienced by the region over the 1971-1981 period, but about half the rate established between 1951 and 1971.

Future Age Structure

In spite of the general slowdown in overall population growth within the Region, the number of persons found in various age groups will change at significantly different rates than the total population, given the uneven age distribution of the current population and the aging of existing cohorts over time. The accompanying set of charts illustrates projected changes in the age structure of the regional population to 2001 and 2021 under Metro's Case B scenario.

Between 1981 and 2001, the mid working age population (35 to 54 years of age) will undergo the largest increase in size - a growth of 528,000 or 62%. The number of young adults aged 15-29 is projected to decrease by 89,000 and the number of seniors 65 years of age and over will more than double

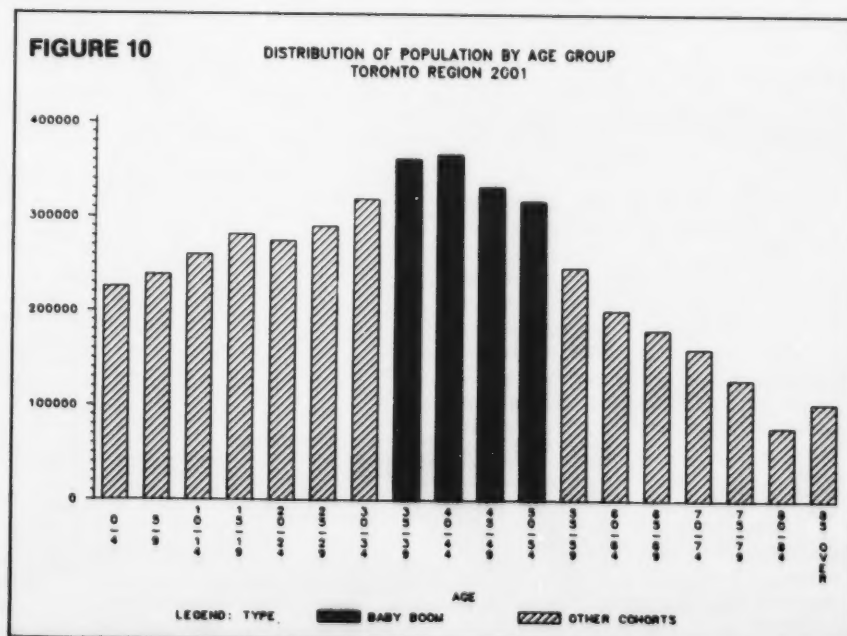
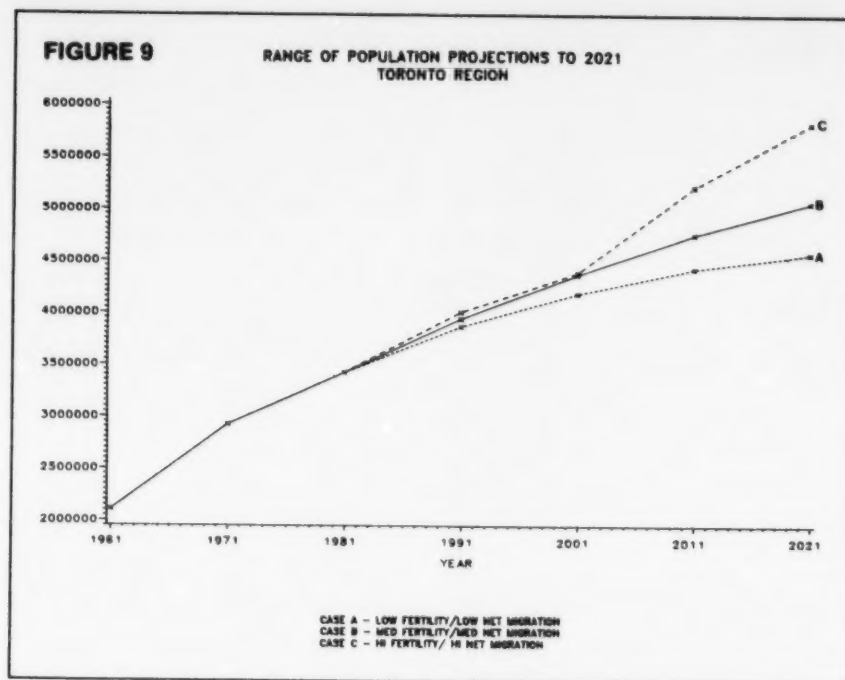
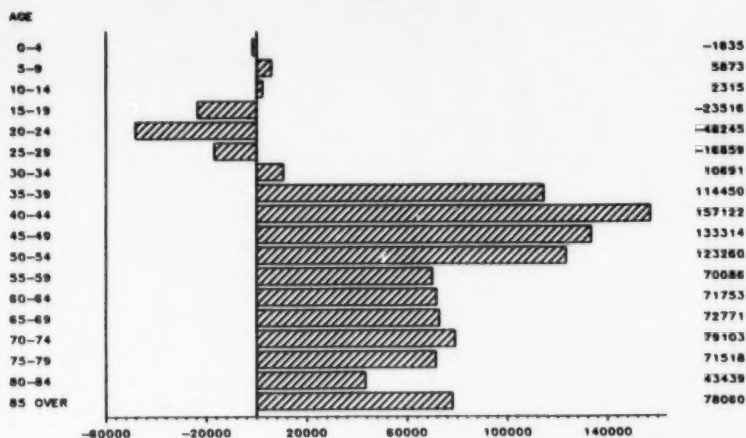


FIGURE 11

CHANGE IN POPULATION BY AGE GROUP
1981-2001



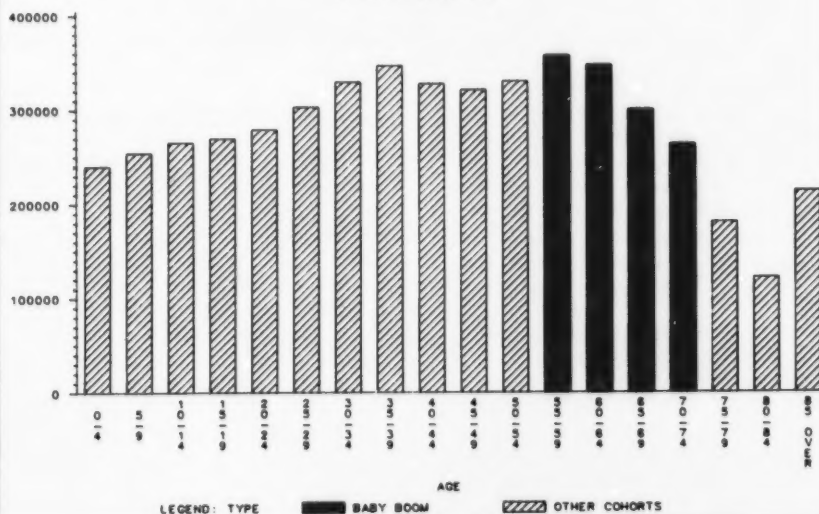
from 300,000 in 1981 to 650,000 by 2001. The total number of children will remain constant at about 720,000.

Between 2001 and 2021 the greatest increases will be concentrated in the 55 and over age group. By 2021 the projections indicate that the total number of seniors in the Region will exceed one million and represent 21% of the regional population, compared to only 9% in 1981.

The principal reason for the huge increase in the elderly population is the aging of the baby boom cohort. The leading edge of the baby boom reaches age 65 by the 2011. The population in the other age cohorts remains relatively constant between 2001 and 2021 (Figure 12).

FIGURE 12

DISTRIBUTION OF POPULATION BY AGE GROUP
TORONTO REGION 2021



Projected Growth of Households in the Toronto Region

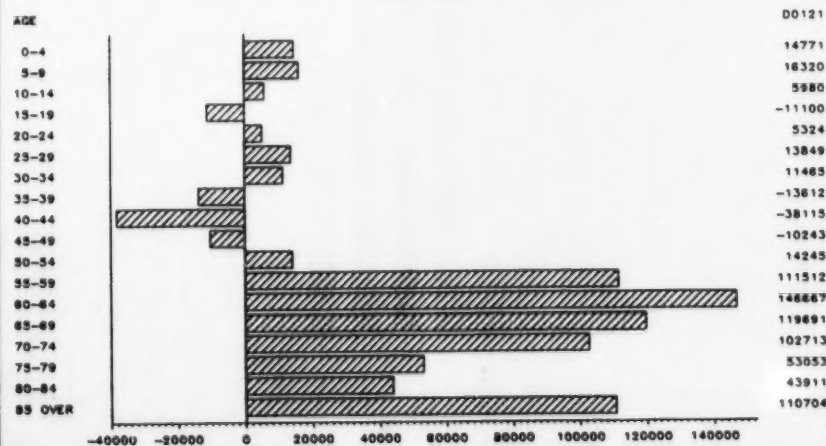
As was noted earlier, the rate of household growth in the Toronto Region has consistently outpaced the rate of population growth since 1961. The large number of households formed as the baby boom reaches household formation age, coupled with an increasing propensity to form households in all age groups largely explains this trend.

Future growth in households can be projected by applying anticipated headship rates to the Case B population projection. For the purposes of this report, future headship rates have been held constant at 1981 levels. In this way, future trends in household growth show the effects of the aging population on housing demand under the Case B scenario, should housing consumption patterns similar to those of 1981 persist into the future.

It should be noted that over the last two years housing demand in the Region has fallen significantly below levels projected for 1982 and 1983 owing to the dampening effects of high interest rates and increased levels of unemployment, particularly among younger age groups who under more buoyant economic circumstances (such as those existing in 1981) might have formed households at a higher rate. Given the drop-off in housing demand, it seems clear that in the short run, headship rates

FIGURE 13

CHANGE IN POPULATION BY AGE GROUP
2001-2021



for the younger age groups (particularly persons aged 15-24 and to a lesser extent 25-34) have fallen. The extent of this drop is difficult to measure given the lack of data describing housing consumption since the 1981 Census.

It should also be noted that these projections do not take into account replacement demand for housing. In a region the size of the Toronto Region, a small portion of the existing stock of housing - estimated at approximately 1,750 units per year is demolished and replaced by newer units. In addition, a small portion of the total housing stock is vacant. As the total stock of housing increases, so will the stock of vacant units. Thus the actual number of housing units required in the Region will slightly

exceed the total number of additional units demanded by new households.

Gradual Decline in Demand

The household projections indicate that the demand for additional housing arising from household growth will decline at a relatively steady rate over the projection period.

Owing to the relatively large number of households in the younger age groups, household growth over the 1980s should remain at or slightly below the level of growth experienced in the late 1970s - around 30,000 units per year. By 1991, the level of household growth will have fallen to an annual level of around 25,000 units and to just slightly over 20,000 units by 2001.

Under the Case B scenario, household growth in the Region would average only 15,000 units per year after 2011 - half the present level.

In addition to the overall slowdown in total household growth, the type of unit required will vary over time as the demographic make-up of the population changes through aging. Over the 1981-2001 period, detached units will form an increasing share of the total new units demanded, peaking at 50% of total stock requirements in the 1990s. Apartments, which are the dominant choice of households in the youngest and oldest age groups, will decrease from 38% to 31% of total stock requirements until 1996. Then the share of apartments will gradually rise back to 50% of total stock requirements by 2016 due to rapid growth in the elderly population. The share of other types of households (rows, semis and attached units) will steadily decline over time (Table 6).

In summary, household projections based on 1981 headship rates applied to the Case B scenario suggest that the overall number of additional housing units required in the Region will fall steadily over time. Single detached units will form up to one-half of the new unit requirements over the next 15-20 years, while the share of apartments required will fall. After 2001, this pattern of demand will reverse with apartment demand increasing and the demand for single detached units decreasing.

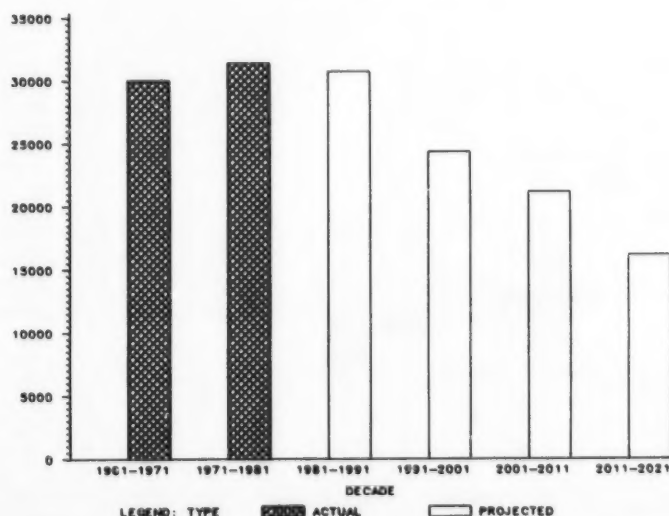
TABLE 6

PROJECTED ANNUAL INCREASE IN HOUSEHOLDS BY STRUCTURE TYPE, TORONTO REGION, 1981-2021

Period	Structure Type							
	Detached		Apartments		Other		Total	
	#	%	#	%	#	%	#	%
1981-86	13,532	(42)	12,125	(38)	6,352	(20)	32,000	(100)
1986-91	13,612	(46)	9,901	(34)	5,925	(20)	29,438	(100)
1991-96	12,849	(50)	8,062	(31)	4,876	(19)	25,787	(100)
1996-01	11,469	(50)	7,711	(34)	3,684	(16)	22,864	(100)
2001-06	10,238	(47)	8,571	(39)	2,966	(14)	21,775	(100)
2006-11	9,039	(44)	8,876	(43)	2,597	(13)	20,513	(100)
2011-16	7,423	(42)	8,141	(46)	2,141	(12)	17,705	(100)
2016-21	5,638	(39)	7,319	(50)	1,635	(11)	14,592	(100)

FIGURE 14

AVERAGE ANNUAL GROWTH IN HOUSEHOLDS
TORONTO REGION 1961-2021



Distribution of Future Growth Within the Region

Of considerable importance for planning purposes is the projected distribution of the future population within the region. The Metro projections indicate that most of the new urban growth will be concentrated in the fringe municipalities outside Metro and that the changes in the age structure of the population in the fringe will be substantially different from that of Metro.

To come up with these estimates, Metropolitan Toronto's population was projected by applying anticipated fertility, mortality and migration rates to its current population. By deducting the projected growth of Metro

from the Case B projection for the Region as a whole, growth within the fringe municipalities was estimated.

It should be noted that the reliability of this method of projection is severely limited by our inability to accurately estimate future levels of population movement between Metro Toronto and the surrounding fringe. Presently about half of the population growth in the fringe is the result of the movement of population from Metro. Factors such as the large scale redevelopment of land to create new housing within Metro, changes in consumer demand for different types of housing (e.g., a shift in demand from single or semi-detached units to condominium apartments) changes in commuting costs or changes in the affordability of housing could substantially alter the present pattern of population growth. This could result in the emergence of a less dispersed form of urban development with considerably more population housed within Metro than is projected here.

Small area projections based on anticipated changes in housing stock and housing occupancy at the traffic zone level are currently being developed by each municipality in the Toronto Region. When compiled, these projections will enable planners to more reliably estimate future short run growth patterns in sub-areas of the Region.

Nevertheless our earlier review has indicated that, as on the basis of units presently planned, little change in the current pattern of urban growth is anticipated in the short run. The analysis which follows illustrates the likely distribution of population based on a continuation of the current pattern of growth to the year 2021.

Fringe Population will Exceed Metro's by 2001

Metro's Case B projection indicates that by the year 2001, the population of the fringe municipalities will total 2.2 million and will marginally exceed that of Metropolitan Toronto. By 2021, assuming the projected conditions of growth persist, fully 59% of the Region's population will reside in the fringe.

By contrast, Metropolitan Toronto's population is expected to fall slightly after 1991, but remain at a level of just over two million persons throughout the 1981-2021 period.

TABLE 7

PROJECTED DISTRIBUTION OF POPULATION

	1981	2001	2021
Metro	2,137,395 (63%)	2,169,500 (50%)	2,056,300 (41%)
Fringe	1,280,306 (37%)	2,191,700 (50%)	3,002,000 (59%)
Region	3,417,701	4,361,200	5,058,300

Source: Metropolitan Toronto Planning Department (1984)

FIGURE 15

DISTRIBUTION OF TOTAL POPULATION

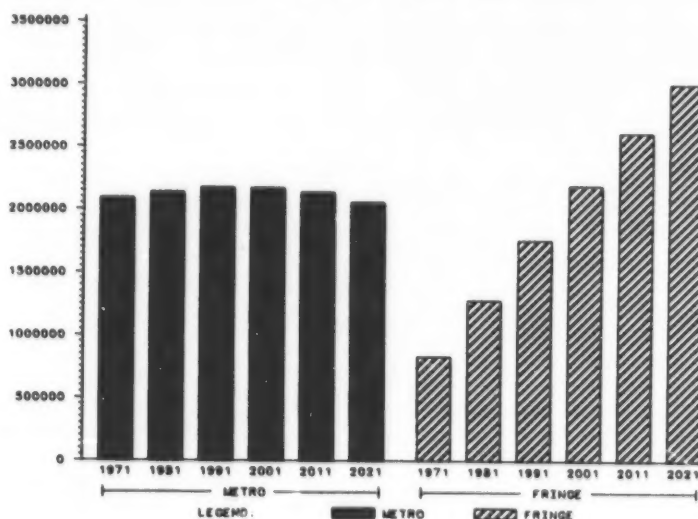
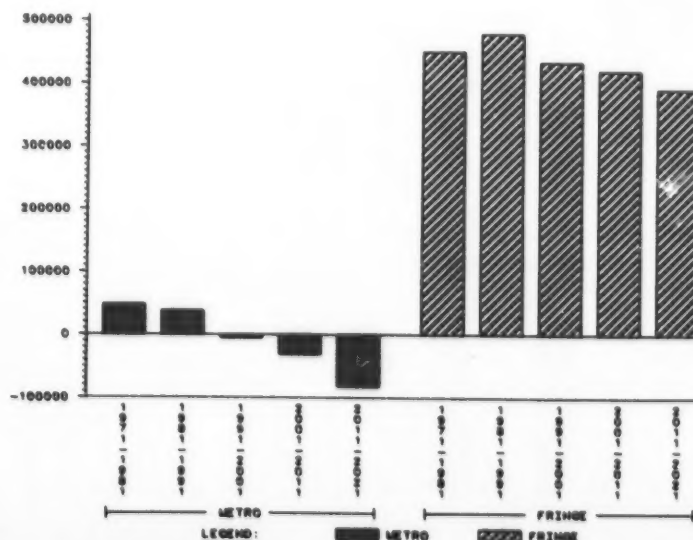


FIGURE 16

CHANGE IN TOTAL POPULATION



The impact of these trends is even more pronounced when viewed in terms of specific age cohorts of the population, such as children, seniors, or the Region's labour force. Should these distributional trends materialize as projected, they will have a profound impact on the future demand and distribution of services, housing and transportation facilities in the Region.

Children

The total number of children in the Region under the age of 15 years is expected to remain fairly constant at current levels over the 1981-2021 period. The projection indicates, however, that children will not be evenly distributed throughout the Region.

The continued out-migration of young families from Metro to the fringe, coupled with natural increase in the fringe's relatively younger, more family-oriented population will result in significant growth in the number of children in the fringe. The population under 15 years of age in the fringe will increase by 100,000 between 1981 and 2001 and by a further 100,000 between 2001 and 2021. By 2021, the projections indicate that just over half a million children, 68% of the regional total, will reside in the fringe.

By contrast, Metropolitan Toronto will undergo a continuous decline in its child population, falling from 396,000 in 1981 to only 244,000 by 2021.

The projected pattern of growth clearly indicates a growing demand for services such as schools and daycare in the fringe at the same time as the demand within Metro Toronto subsides.

TABLE 8

PROJECTED DISTRIBUTION OF CHILDREN (0-14 YEARS)

	1981		2001		2021	
Metro	395,530	(55%)	310,100	(43%)	244,100	(32%)
Fringe	321,055	(45%)	413,000	(57%)	516,100	(68%)
Region	716,585		723,100		760,200	

Source: Metropolitan Toronto Planning Department (1984)

FIGURE 17

DISTRIBUTION OF CHILDREN (AGE 0-14)

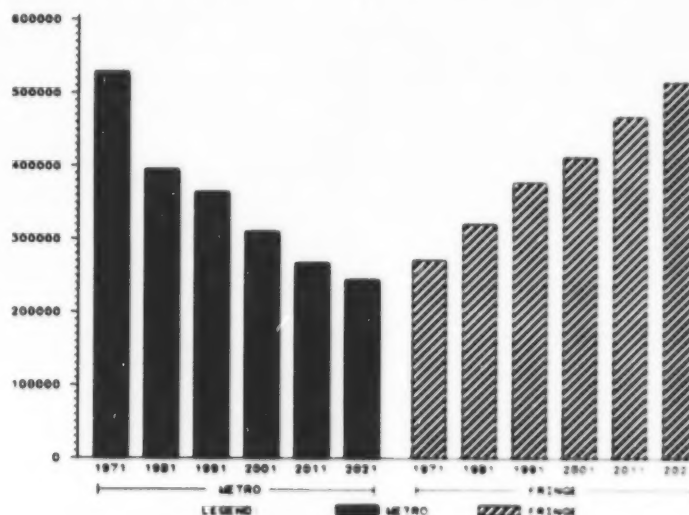
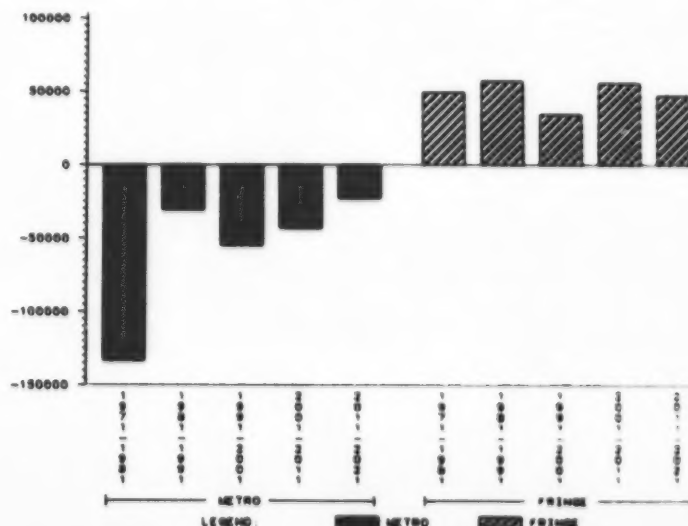


FIGURE 18

CHANGE IN CHILDREN (AGE 0-14)



Seniors

One of the more predictable aspects of population growth in the Region is the sharp increase in the number of seniors after the year 2001 as the baby boom reaches old age. Less clear, however, is where the elderly will live in years to come. Studies indicate the desire of older residents to remain in their local communities, either in their family home or in suitable housing in familiar local surroundings. Table 9 shows that persons aged 45 years and over exhibit the lowest mobility levels of all age groups. This being the case, as the population in suburban communities ages, increasing numbers of seniors will be found outside of the concentrations presently residing in more central Metro locations. Those locations with high pre-retirement (45-64 years of age) concentrations in 1981 will likely house high concentrations of seniors in 2001 (Figure 19).

TABLE 9

POPULATION MOBILITY BY AGE GROUP, TORONTO CMA, 1981

Age Group	Same Residence*	Different Residence, Same Municipality**	Total
	%	%	%
5-14	48	28	76
15-19	60	21	81
20-24	38	30	68
25-29	18	41	59
30-34	27	39	66
35-44	48	29	77
45-54	67	20	87
55-64	71	17	88
65+	72	16	88
Total	50	27	77

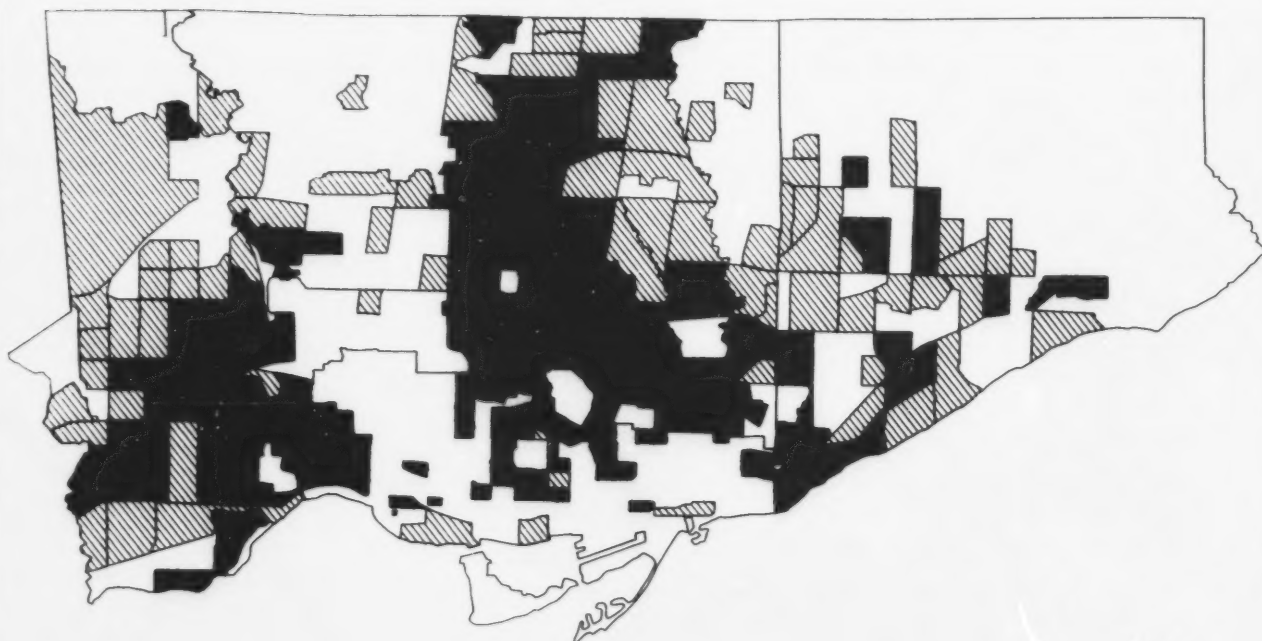
* Percentage of persons living in same residence in 1981 as in 1976.

** Percentage of persons who have moved to a different residence but have remained in same municipality as 1976.

Source: Census of Canada

FIGURE 19

**CENSUS TRACTS WITH HIGH CONCENTRATIONS
OF OLDER AGE GROUPS
METROPOLITAN TORONTO - 1981**



LIFE CYCLE

ELDERLY

ELD+PRE-RET'MNT

PRE-RETIREMENT

While substantial increases in the number of seniors is projected for both Metro and the fringe, the growth of seniors in the fringe will outpace that of Metro after the year 2001. Currently, three-quarters of the Region's seniors reside in Metro. By 2021, seniors could be evenly distributed between Metro and the fringe. The total number of seniors in Metro is projected to double, while the number of seniors in the fringe would more than sextuple.

Given the specialized needs of the elderly population, particularly in the areas of health care, housing and support services, the projections indicate a significant increase in expenditures for seniors in both Metro and the fringe, with the bulk of the additional demand placed on the fringe after 2001 (Figure 21).

TABLE 10

PROJECTED DISTRIBUTION OF SENIORS

	1981		2001		2021	
Metro	226,135	(74%)	405,100	(62%)	554,900	(51%)
Fringe	80,675	(26%)	246,600	(38%)	526,900	(49%)
Region	306,810		651,700		1,081,800	

Source: Metropolitan Toronto Planning Department (1984)

FIGURE 20

DISTRIBUTION OF SENIORS (AGE 65+)

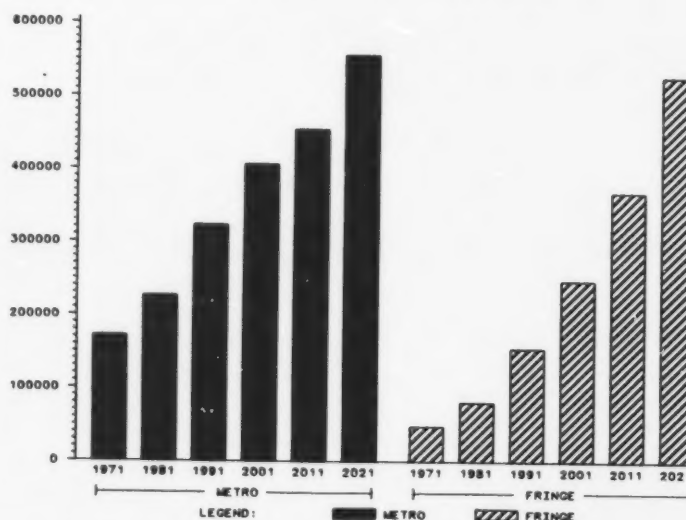
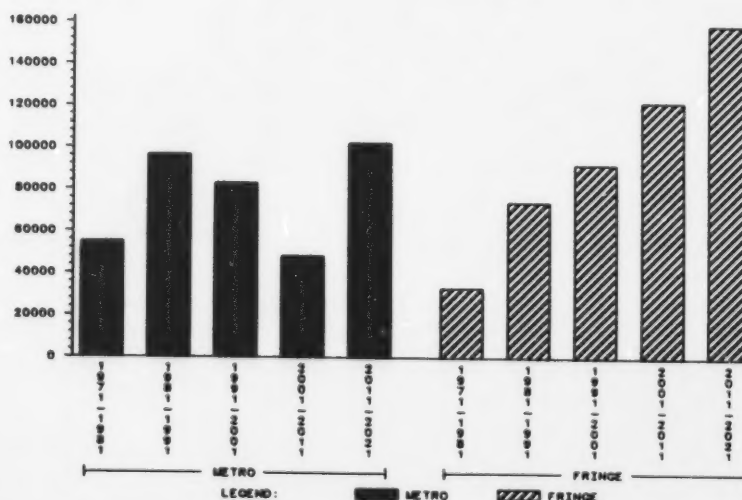


FIGURE 21

CHANGE IN SENIORS (AGE 65+)



Labour Force

The earlier analysis of population growth has indicated that the largest increases in population over the next 20 years will occur in the adult age groups between 35 and 54 years of age. By applying participation rates (the proportion of workers to working age population) to the projected population of Metro and the fringe, the future size and distribution of the resident labour force can be estimated.

Of critical importance for transportation planners is the location of the resident labour force in relation to employment opportunities in the Region. The anticipated distribution of jobs and workers, and ensuing commuting patterns will greatly influence decisions regarding the transportation infrastructure required to accommodate the additional flow of commuters.

Between 1971 and 1981, growth of the resident labour force in the fringe slightly exceeded that of Metro. After 1981, nearly all of the additional labour force growth will be housed in fringe municipalities. By 2001, the projections suggest that the resident labour force will be split evenly between the fringe and Metro. By 2021, however, nearly 60% of the Region's labour force is expected to reside in the fringe municipalities outside Metro (Figures 22 and 23).

With population decline after 1991 and general aging, the labour force residing within Metro is projected to decline in size after 2001.

Long-Distance Commuting

Data on commuting patterns from the 1981 Census reveal a substantial increase in long distance commuting in recent years as the resident labour force decentralizes at a faster rate than jobs.

Between 1971 and 1981 the total number of daily work trips between the City of Toronto and the rest of Metropolitan Toronto grew by 46,000, a 16% increase. Trips between the City of Toronto and fringe areas outside Metro rose by 54,000 or 82% over the same time period. Local trips (i.e. persons who live and work in the City) fell by 20,000, a decrease of eight per cent since 1971.

TABLE 11

PROJECTED DISTRIBUTION OF RESIDENT LABOUR FORCE

	1981		2001		2021	
Metro	1,207,630	(64%)	1,230,300	(51%)	1,063,400	(41%)
Fringe	686,905	(36%)	1,176,600	(49%)	1,531,000	(59%)
Region	1,894,535		2,406,900		2,594,400	

Source: Metropolitan Toronto Planning Department (1984)

FIGURE 22

DISTRIBUTION OF RESIDENT LABOUR FORCE

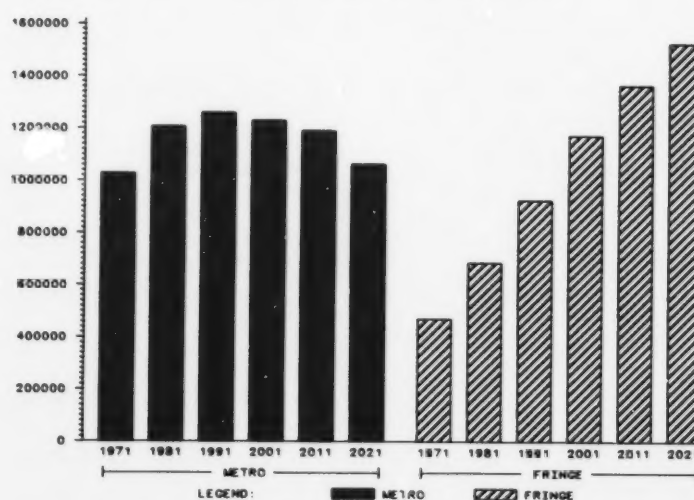
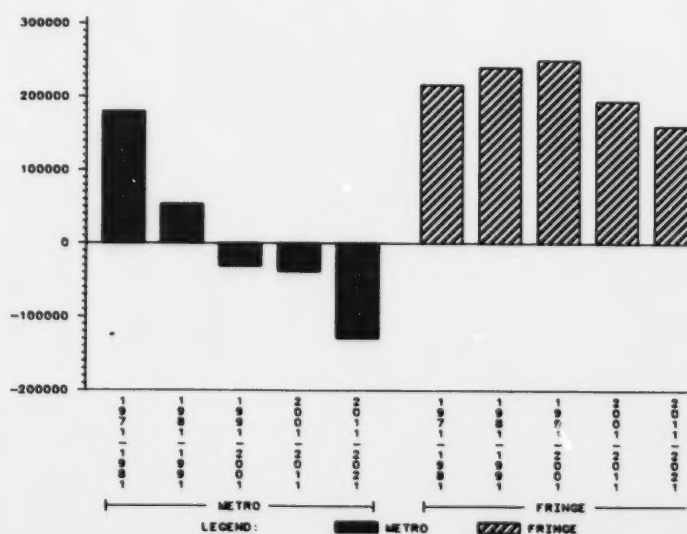


FIGURE 23

CHANGE IN RESIDENT LABOUR FORCE



Cordon Count data collected by the Metropolitan Toronto Planning Department reveals that between 1975 and 1983, the total number of person trips from the fringe into Metro grew by 212,000 (a 61% increase). Eighty-seven percent of the increase in person trips were by auto although there was a slight shift in the modal split towards municipal transit and GO-Transit.

The commuting patterns reflected in these data are largely a function of the rapid growth of new housing in the regional municipalities surrounding Metropolitan Toronto. New housing opportunities are acting as a pull factor, dispersing the labour force and increasing the length of work trips as a consequence.

Employment Growth

Preliminary estimates of employment growth in the Region prepared by the Metropolitan Toronto Planning Department suggest that the level of inbound commuting from residences located in the fringe to workplaces in Metro will continue to rise dramatically in spite of particularly strong projected employment growth in the fringe.

Jobs in Metro are projected to grow by 143,000 over the next twenty years while Metro's employed labour force stays constant at about 1.2 million. Jobs in the fringe are projected to grow by 342,000 while the fringe's employed labour force grows by 471,000.

Job-to-Worker Ratios

The rapid projected growth in the fringe's labour force will widen the present imbalance of jobs and workers. This is best illustrated by the job to worker ratio derived in Table 13.

By 2001 there will be an estimated twelve jobs for every ten workers in Metro compared to only eight jobs for every ten workers in the fringe. By 2021, the ratio of jobs to workers will increase to fourteen-to-ten in Metro and fall to seven-to-ten in the fringe.

Extrapolations based on 1981 Census journey-to-work data indicate that the pattern of employment and labour force growth projected above would result in an increase by 2001 of just over 175,000 inbound commuting trips from the fringe to Metro - an 80% increase over 1981 levels.

It should be stressed that if Metro captures a greater than projected share of employment growth over the

TABLE 12

METRO BOUNDARY CORDON COUNT - INBOUND TRENDS, 1975-1983

	Person Trips				Modal Split	
	1975	1983	1975-1983		1975	1983
			#	#		
Persons by Auto	312,367	497,326	184,959	(+59%)	90.5	89.3
Persons by Municipal Transit	23,624	42,307	18,683	(+79%)	6.8	7.6
Persons by GO Rail	9,193	17,384	8,191	(+89%)	2.7	3.1
Total Person Trips	345,184	557,017	211,833	(+61%)	100.0	100.0

Source: Metro Cordon Count Program - Metropolitan Toronto Planning Department

* (Based on 7:00 am to 7:00 pm inbound volumes)

TABLE 13

PROJECTED GROWTH OF JOBS AND WORKERS, TORONTO REGION, 1981-2001

	Metro	Fringe	Region
(a) Projected Employment (by place of work)			
1981	1,273,600	546,595	1,820,195
1991	1,375,162	720,343	2,095,505
2001	1,416,650	888,534	2,305,184
2011	1,445,524	1,009,987	2,455,511
2021	1,457,182	1,028,873	2,486,055
(b) Projected Employed Labour Force (by place of residence)			
1981	1,157,775	659,355	1,817,130
1991	1,205,700	890,600	2,096,300
2001	1,177,400	1,130,800	2,308,200
2011	1,142,200	1,318,200	2,460,400
2021	1,019,800	1,473,400	2,493,200
(c) Job To Worker Ratio ((a)/(b))			
1981	1.10	.83	1.00
1991	1.14	.81	1.00
2001	1.20	.79	1.00
2011	1.27	.77	1.00
2021	1.43	.70	1.00

Source: Metropolitan Toronto Planning Department (1984)

next twenty years and the pattern of labour force growth continues as projected, the imbalance between jobs and workers would be even wider than that indicated in Table 13.

Unless there is a significant increase in the number of jobs located in the fringe, or a large increase in the number of workers housed within Metro close to existing employment

concentrations, the volume of longer distance commuting and the demand for infrastructure required to accommodate the resulting flow of workers into Metro will grow substantially.

Implications for Planning

In spite of a slowdown in its overall rate of growth, the regional population will continue to expand at an annual rate of between 40,000 and 50,000 persons a year over the next 20 years. Nearly all of this additional population growth is expected to occur in the regional municipalities surrounding Metropolitan Toronto. By 2001, the combined population of Halton, Peel, York and Durham Regions is projected to exceed that of Metro Toronto.

These trends underline the importance to planners of re-assessing the emerging pattern of regional growth in relation to the high public costs of additional requirements for transportation, schools, health care and social service facilities in the fringe and the shifting, and in some instances, declining demand for similar services already in place within Metro.

Current trends indicate that labour force growth (where workers live) will decentralize at a more rapid rate than employment growth (where jobs are located). Continued growth in long distance commuting and increased dependence upon the private automobile for worktrips in suburban areas and GO transit and the subway system for worktrips downtown can be expected.

While the projected growth patterns presented in this paper appear in the short run (next ten years) to be inevitable, the issue of whether a more balanced pattern of growth at reduced public cost could be achieved in the longer run is certainly worth exploring.

For example, while the supply of vacant developable land within Metro is extremely limited, attention could be focussed on residential redevelopment opportunities. Redevelopment of older industrial sites, school sites and underutilized shopping plazas

could yield a considerable supply of additional housing within Metro in locations close to transit and existing employment concentrations. Population decline in older residential communities could also be offset by residential intensification through redevelopment, infilling, and the conversion of single family housing to multiple occupancy use.

Efforts could also be made to deflect new employment growth, particularly in the rapidly expanding office sector, to suburban sub-centres close to those areas experiencing rapid labour force growth.

Co-ordination

Planning for future growth is presently hindered by the lack of an integrated approach to planning in the Toronto Region. In spite of the massive spillover of new growth to the fringe municipalities and the growing interdependence of Metro and the surrounding regions, there remains a clear need to monitor growth, allocate services, and direct growth as required, in a manner which minimizes public costs and best serves the interests of the entire regional population.

Recent attempts to co-ordinate planning at the regional level have met with limited success. A brief entitled "Urban Sprawl in the Toronto Central Region" was submitted to the Province of Ontario by the City of Toronto's Committee on Population Redistribution in 1981. It called for the Province to re-assume its leadership role in regional planning by formulating a development concept for the Toronto area to meet the needs of the 1980s and beyond. Since the Province determines municipal powers, approves Official Plans and Zoning By-laws and authorizes major infrastructure investment, the Province is the only body that can exercise the necessary leadership to effectively address regional planning issues.

In particular, the brief cited the need to:

- curtail urban sprawl,
- concentrate future growth in those parts of the Region with sufficient existing or committed infrastructure,
- encourage the wider use of public transit,
- cut commuting distances by decentralizing employment opportunities, and
- preserve prime agricultural land.

The brief recommended that the Province strike a Select Committee to consider regional planning issues and possibly establish a new development concept for the Toronto Region in consultation with affected municipalities.

The Toronto Area Liaison Committee (TALC) was formed in 1981 to facilitate the co-ordination of inter-regional planning and transportation initiatives and actions in the Greater Toronto Area (including the Regional Municipality of Hamilton-Wentworth) and to provide a forum for the representatives of the six regional municipalities to discuss mutual concerns with representatives of the Ministries of Municipal Affairs and Housing and Transportation and Communication. The Committee currently meets on an irregular basis and has undertaken an assessment of development trends in the Toronto Region. No policies related to future directions or long term growth strategies have been established to date by TALC.

It appears clear that as the Region continues to expand, we will pay a penalty if planning for Metropolitan Toronto and each of the surrounding regional municipalities continues in mutual isolation. Future planning decisions which have regional implications should be made in the context of the Region as a whole. Establishing a joint planning process for the Toronto Region should be a priority.